NUMBER 2, 1955

COMMUNITY PLANNING NEWS

SUBDIVISION

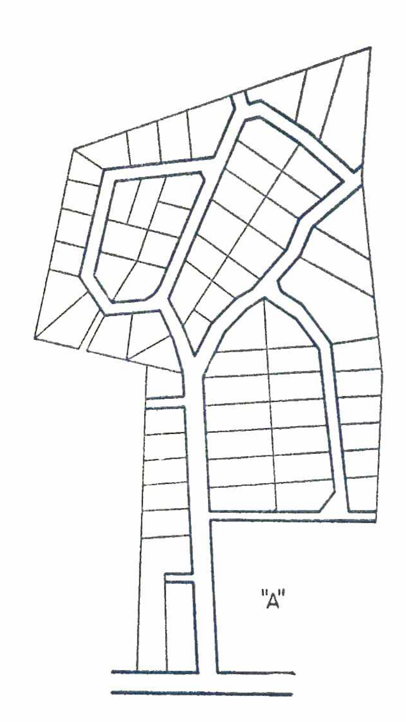
SUBDIVISION can produce good building sites or bad, high land values or low; an efficient street pattern or a chaos of jogs and blind alleys; a pleasing landscape or an irritating monotony of streets and houses. To a community subdivision is what cut is to a coat; to the subdivider it means money; to the builder it may mean the difference between a loan and none. Yet a great deal of poor subdivision has been done in the past and is still going on, often because land is already cut up into rather small lots belonging to many different owners, but more often because owners know nothing about subdivision. Some examples of poor subdivision in the Region and what they might have been are shown on the diagram. *(Reproduced on page 2 of this issue.)*

Several remedies are available: (1) the use of men trained and experienced in land layout (2) cooperation between adjoining owners to produce larger parcels which lend themselves to better subdivision (3) the use by municipalities of Part II of the Town Planning Act [B.C.] (replotting) where many owners are involved (4) firm control by municipalities by means of subdivision control by-laws. The use of competent advice is one of the most important of these and is one in which the Planning Board's staff could give assistance to subdividers.

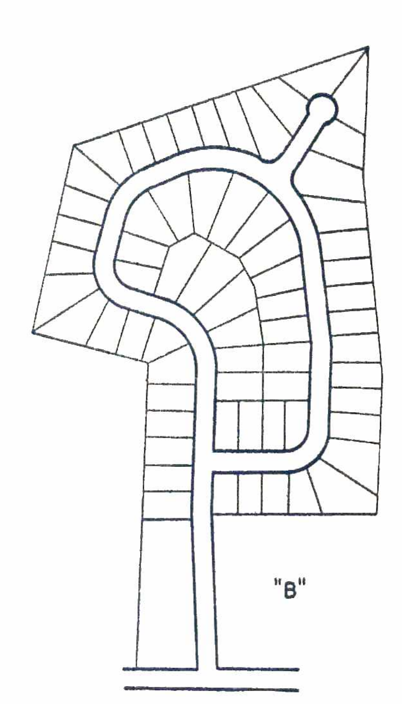
From *The Capital Region Takes Stock*

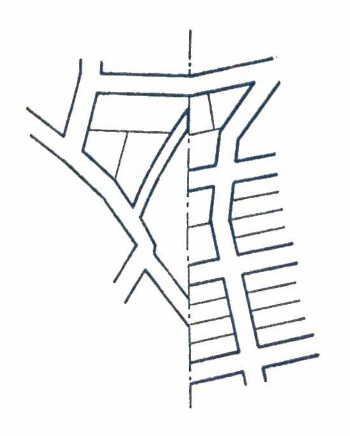
Land Under the Knife

From *"The Capital Region takes Stock,"* Capital Region Planning Board, Victoria, B.C.

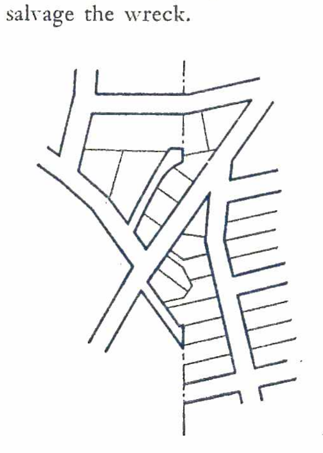


"A" is an actual subdivision today. "B" is a possible arrangement which would have saved 25% of the road length, eliminated several nasty intersections, and produced larger and better shaped lots.



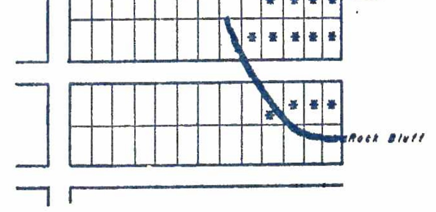


The two original landowners on either side of the line had subdivided without any thought for each other or for the road system in general. The grotesque result is shown above. Below is the arrangement made to salvage the wreck.



Three actual parcels whose original length was 15 times the width. The middle owner, in order to subdivide, had to provide an access lane 750 feet long.

This area was subdivided "on paper" with no regard for physical features with the result that the lots marked * have no real access, being cut off by the rock bluff or by the river.



NOTE: These unfortunate subdivisions, actual cases found in the Capital Region, were not the work of the Marx Brothers but of sane people. A little expert help would have earned them much more money and saved the community and the individual a costly street pattern.

SCALE IN FEET

100 0 200 400 600 800

Planning in New Brunswick

by Edwin G. Allen
Director of Planning Branch
Department of Municipal Affairs
Province of New Brunswick

Town planning, although an ancient process for orderly development, is comparatively new in the province of New Brunswick. We, like all other provinces, have had and still have problems of many kinds to solve before we can feel that we are really on the road to successful planning.

Among the many problems is the attitude of the public towards planning. It would seem from a provincial viewpoint that education of the public is the solution. When our citizens have succeeded in getting the people to clearly understand what zoning is, the purpose of zoning, what zoning will accomplish, and what planning is in general, planning commissions will have strong support and their task will become considerably easier than it is at the present time.

Again speaking from a provincial viewpoint, it would seem that the old idea that planning is a restriction of personal rights is slowly diminishing. This is probably due to three facts:

(1) education programs by the local commissions;
(2) long range planning already carried out by the local commissions;
(3) correction of past errors in growth—to a degree at least.

In New Brunswick effort must be put forth on both the provincial and local levels to continue our program of planning education. We must extend this program in order that our citizens will realize that most communities in this province still have time to escape the ugliness, the confusion, the botched design, and the general inefficiency with which many larger cities are faced today.

Progress in New Brunswick is slow; but there is progress in practically every municipality which has set up a planning commission. In recent weeks, the Planning Branch of the Department of Municipal Affairs has been contacted by several municipalities which until recently have not been interested in setting up commissions asking for information concerning the procedure to be followed in setting up a commission and what help will be given by the Branch. This is encouraging indeed.

During the coming year, the Planning Branch will attempt to make the smaller commissions in particular more aware of what they should accomplish and also how to approach their real problems. They must be made aware that planning is defining the problems to be overcome, relating each to each other and suggesting ways and means toward their elimination. The commissions must realize that periodic examination of their objectives in the light of changing conditions must be made after zoning regulations have been adopted by the local authority. The Planning Branch will also encourage municipal bodies to reappoint the most energetic and efficient members of the planning commissions, thus establishing these bodies on a long-term continuing basis.

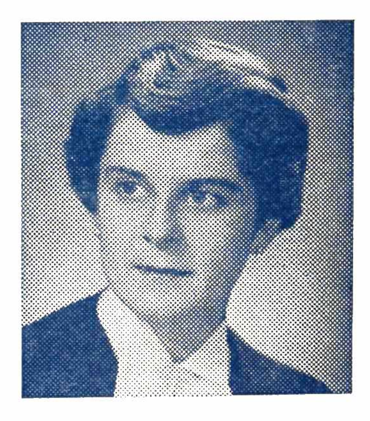
On the whole we are far from discouraged. We realize that our work is a long-range project and that in many instances we will not be able to see immediate results. In general last year was a successful year in planning in New Brunswick and, from present indications, next year will be more successful still.

RECREATIONAL UTILITY OF THE ST. LAWRENCE SEAWAY AREA

In an article in the current issue of the COMMUNITY PLANNING REVIEW, Mr. Harold A. Wood of McMaster University explains why the recreational possibilities of the St. Lawrence River in Ontario will be vastly increased as a result of the seaway and power development. He also explains why it is absolutely necessary to plan the land uses of the area—as between industry, commerce, transportation and residential development—if the recreational possibilities are to be realized.

See Volume V, No. 1 (March 1955) of the COMMUNITY PLANNING REVIEW, 77 MacLaren St., Ottawa.

REGIONAL SECRETARY APPOINTED



Joyce Carney

On February 8, Miss Carney assumed her duties as Atlantic Regional Secretary of the Community Planning Association of Canada. A resident of Halifax, Miss Carney graduated from the Convent of the Sacred Heart in 1949, received her B.A. degree from Dalhousie University in 1951 and her Bachelor of Laws in 1954. She replaces Mrs. Lilias M. Toward who resigned in September last, to enter Dalhousie Law School.

McDiarmid.
696 Cole Ave.

Editorial Notes

New Brunswick: "Planning Activities Ahead"

Mr. E. G. Allen's article will remind many members of the Association of their stay in New Brunswick in October last. We saw many indications—particularly in Saint John where our conference was held—that planning was taking place, that new growth was being guided on sound lines and that some of the old central areas were being redeveloped. Moncton, Bathurst and several other towns have also taken important steps to see that future development is not haphazard.

In New Brunswick, as elsewhere in Canada, there are countless small and medium-size towns where, although planning assistance is desired, it is not thought necessary to engage full-time planning staff. To remedy this, it seems likely that New Brunswick will become one of those provinces offering technical planning assistance from the provincial and district level. In this way, most of its communities, singly and grouped in districts where many problems of development must be viewed in common, may obtain the help they need and can afford.

We are further reminded that our attention was drawn at the Saint John conference to the relationship between New Brunswick's resources development and the planning of its communities. In an eloquent speech on this subject, the Minister of Municipal Affairs, the Honourable T. Babbitt Parlee, declared that "We cannot develop such communities without plan and care and attention, just as we cannot develop the power in the first place without care and planning". "We have made a start", Mr. Parlee said, "but much remains to be done. It is our hope that as time passes, we will be able to look back to this convention as a significant milepost when pointing out the occasion on which New Brunswick became acutely planning conscious and determined to adopt town planning in our whole province. I assure you that in this effort my Department will cooperate to the full and that we will not be lacking in leadership in the planning activities ahead."

Citizen Planning Committees

Some of our Association groups in the process of formation may be interested in knowing how one of our successful Branches organizes its membership activity. There are at present 10 committees in the Vancouver Branch, each having a Chairman selected by the group, with power to coopt additional people to his committee. These Committees report to the Executive and to the membership meetings where their findings are discussed and acted upon. The ten are:

1. Urban Redevelopment
2. Location of Industry
3. Park Areas
4. Civic Centre
5. Residential Zoning
6. Shopping Centres
7. Prevention of Blight
8. Express Highways
9. Street and Boulevard Design
10. Downtown Development.

A Communication

The City of Edmonton
February 9th, 1955.

The Editor,
COMMUNITY PLANNING NEWS,
Community Planning Association of Canada,
77 MacLaren Street,
OTTAWA 4, Ontario.

Dear Sir:

I very much enjoyed reading Mr. Anthony Roberts' article entitled "Planning Organization in Canada" in the current issue of NEWS.

I was quite disappointed, however, that he had omitted to make any reference to Edmonton's City Planning Organization (or the Alberta Act) which would seem to my interpretation of Mr. Roberts' thinking to be the one example of planning organization in Canada most nearly approaching his (Mr. Roberts') ultimate idea of the function.

I refer, in particular, to the third from final paragraph in his article, when after noting the existing set-up in Vancouver, B.C., he says, "Such a system is almost identical to a direct planning organization, and when a council has become familiar with its new planning responsibilities, *the question can be asked: is the commission really necessary?*"

The italicising is my own, for this is indeed the very kind of organization we have had in Edmonton since 1949—without a commission which was considered to be unnecessary then. Subsequent experience has certainly not led any of us to change our minds on this point.

I write these thoughts with no claim for credit. The original idea of re-organization in Edmonton was the brainchild of Messrs. Bland and Spence-Sales of McGill in Montreal, and not only were we in Edmonton years ahead of Vancouver in establishing this kind of planning organization, but we also went further than Vancouver has yet seen fit to do, in abolishing the unnecessary commission right from the start.

It was also the very success of the Edmonton venture that prompted Vancouver later to retain the advice of the two Professors when re-organizing the planning function in that city.

These facts could hardly be omitted in any article on "Planning Organization in Canada" if the article is to be fair, complete in an historical sense, and attempts to show how thought has evolved in this country towards the planning function in municipal life.

I would appreciate this letter being printed in your next NEWS publication.

Yours very truly,
NOEL DANT, *Town Planner.*

L. Gertler – Edmonton District Planning Com.

New Branch of CPAC

Almost 100 citizens of B.C.'s Capital Region gathered at a public meeting on January 18 to form the Greater Victoria Branch of the Community Planning Association of Canada. Seven people were elected to organize the Branch which will be interested in all planning matters affecting the entire Capital Region.

OPENINGS IN COMMUNITY PLANNING

METROPOLITAN TORONTO PLANNING BOARD

POSITIONS AVAILABLE

Assistant Director of Planning

Salary range: $7,000 to $10,000 per year, starting salary $7,000.

Duties: To coordinate staff work programs and assist in determining planning programs from time to time. Must be able to supervise professional planning personnel.

Qualifications: M.A. in planning or its equivalent from an approved school. Several years' experience in a responsible position in a large planning agency. Planning design experience essential. Knowledge of traffic analysis desirable.

Associate Planner (Head of Land Use Planning and Research Division)

Salary range: $6,000 to $8,500 per year, starting salary $6,000.

Duties: Responsible for the preparation of an official land use plan, conducting a comprehensive research program and supervision of planning services to area municipalities.

Qualifications: M.A. in planning or its equivalent from an approved planning school. Experience in planning design desirable. Several years' experience in determining and conducting a research program essential, preferably in a regional planning agency.

Address all applications to:

Mr. M. V. Jones, Director of Planning and Secretary-Treasurer,
Metropolitan Toronto Planning Board,
133 Richmond Street West,
Toronto 1, Ontario.

THE UNIVERSITY OF TORONTO, ONTARIO, CANADA

Professor of Town & Regional Planning

Applications are invited for the position of Professor of Town and Regional Planning, to head a new one-year Diploma Course for Graduate Students, from different Faculties, instituted as a Division of the School of Architecture. Salary $8,000.00. Instruction commences in September 1955. Candidates should have mature experience of planning practice and methods of planning instruction. They must hold the qualification of AMTPI, or equivalent, and preferably also a University Arts Degree. Applications should be made to:

Professor H. H. Madill,
Director, School of Architecture,
University of Toronto,
Ontario, Canada.

CITY OF REGINA

Applications are invited for the following position:

Junior Planning Assistant

Qualifications: Degree, or an equivalent standing, in city planning, architecture, engineering or a related field. Draughting ability essential. Previous experience desirable but not essential. *Salary*: Starting salary is $3,642 per annum.

Address applications to:

Director of Personnel, City of Regina,
REGINA, SASKATCHEWAN

THE TOWNSHIP OF TORONTO PLANNING BOARD

Executive Assistant to the Secretary-Treasurer

The Board is considering applications from persons who have had a university training or equivalent training and who are now between the ages of twenty-one and thirty. The work will be concerned with the administration of the Board's many activities such as subdivision control, general planning and liaison with the various departments of the township. The township is growing rapidly and offers an excellent opportunity for a person interested in municipal administration.

Salary range $3,500 to $4,000, depending on qualifications. Applicants are requested to write full particulars of their education. If at university level, the particular field of study, work experience, giving dates, etc. A recent photograph should be attached to the application. Further information supplied on request to address below.

All applications and inquiries should be addressed to:

H. S. Coblentz, M.R.P., B.A., A.M.T.P.I.,
Secretary-Treasurer,
Township of Toronto Planning Board,
Cooksville, Ontario.

LETHBRIDGE DISTRICT PLANNING COMMISSION

Director

Applications are invited for the position of Director of the Lethbridge District Planning Commission. Salary $5,000 to $5,500 depending upon applicant's experience and qualifications. Please state if applicant would be available for April 15th or not later than May 1st. Personal information should be supplied along with other qualifications.
Apply to:

Mr. A. W. Shackleford, Mayor,
LETHBRIDGE, ALBERTA.

A Note on Public Works and Community Planning

by JOHN I. McVITTIE

Director of the Institute of Public Affairs
Halifax, Nova Scotia

In a great many places, especially metropolitan areas such as those centred on Halifax and Dartmouth in Nova Scotia and on Victoria and Esquimalt in British Columbia, the extensive property holdings and development projects of Federal and Provincial departments and agencies add complications for local planning. Only through mutual understanding of objectives and requirements can these complications be avoided or overcome.

Unilateral action by the senior governments was no doubt required in earlier years. The over-riding necessity for defence installations and harbour and airport facilities forced such action in times of national emergency. But now that basic requirements for land and improvements have been determined within certain predictable limits, it seems appropriate for all three levels of government to find satisfactory ways of working together in the interests of local development.

The need for such three-level cooperation becomes very clear upon examination of the 1955-56 annual estimates for Federal Government expenditures. These estimates propose an increased program of public works. We all know that in many communities the nature of such projects has a significant effect on local development in terms of architectural and engineering standards, traffic circulation, and land use.

With these points in mind, the National Council of the Community Planning Association of Canada, in its January 1955 meeting at Ottawa, decided to recommend to the Federal Departments and Agencies responsible for approved projects that appropriate steps be taken for co-ordination with the programs of municipal and provincial authorities concerned with planned community development. The Council so resolved, and its recommendations have been sent to all agencies concerned.

Adoption of such a policy by governments generally —federal, provincial, and municipal—would undoubtedly save money for taxpayers, facilitate public and private business, and stimulate interest in both the dynamics and the statics of community well-being.

> "Let the municipal council make this city of my birth great in the amenities of life, health and sanitation, let music and art grow under its auspices and make their dwellings of citizens abodes of joy; let her citizens of all races and all sects and communities unite in goodwill and keep her fair name untarnished and her peace undisturbed; this is my prayer."
>
> —RABINDRANATH TAGORE
>
> *Quoted by George S. Mooney, Executive Director of the Canadian Federation of Mayors and Municipalities.*

CANADIAN CONSTRUCTION ASSOCIATION STATEMENT OF POLICY

Among the policy statements approved by the Canadian Construction Association at its 37th Annual General Meeting in Quebec, January 16-19, were the following:

Highways

(1) Utilization of the experience of the Dominion and Provincial Governments in the construction of the Trans-Canada Highway in the establishment of a Dominion-Provincial Highways Commission to co-ordinate the financing, long-term planning and construction of interprovincial and international highways and roads designed to develop our natural resources and tourist trade and meet strategic requirements.

(2) Elimination of highway traffic hazards by means of the replacement of level railway-highway crossings with grade separations and by the standardization of highway traffic signs, markings and signals.

Building Codes

Greater standardization and modernization of building by-laws by the provinces and municipalities, using the 1954 National Building Code as a guide, to make for greater efficiency and lower costs generally and in the housing field particularly.

Forest Conservation

Complete utilization of the forest resources of Canada, including action by the provincial governments to avail themselves of the facilities and the financial assistance made possible by the Federal Forest Conservation Act and to maintain at all times a policy of "sustained yield" management.

Community Planning

Long-term community planning to achieve and maintain reasonable standards of housing and community development through the provision by appropriate governmental authorities of adequate planning controls, personnel and facilities, especially at the local level, and continued support of the work of the Community Planning Association of Canada.

Clear Out That Slum

This editorial appeared in the March 14, 1955 issue of *The Gazette*, Montreal and is reprinted with permission

Slums are one of the curses of cities, when cities grow big and grow old. But if slums are the dark side of the picture, slum clearance is the brighter side. An old and decayed area can be reconstructed with all the knowledge and planning of the mid-twentieth century.

Montreal is certainly a city that has grown big and grown old. It is, in consequence, afflicted with the inevitable curse. But it has done very little to lift that curse.

In one sense, however, this only makes the opportunity before the present civic regime all the greater. It could leave its lasting mark for good upon the city, if it cleared out one of the rotten districts and placed a decent housing project in its place. If it would do this, present and future generations would call it blessed.

In matters of slum clearance there is, fortunately, no need to start from the beginning. The action taken several years ago by a citizens' committee has launched plans for a very urgent and very practical project.

It is not difficult to understand that the present civic administration does not wish to feel bound by decisions taken by its predecessors in office. But this project is not one that has political bias. It originated with a committee that represents some 55 civic organizations, all interested in the improvement of Montreal and the removal of one of its blights. Today that committee will meet again, in order to urge and advance the same project.

Anything that is backed by more than half a hundred established and responsible citizens' organizations is as near to being non-political as anything in this city, if not in this world. If the civic administration supports this slum clearance plan it will be acting in support of a true civic improvement, as widely based as any is ever likely to be.

It should be kept in mind that a housing project and a slum clearance plan are not necessarily the one and the same thing. It would be quite possible to go to some new land on the borders of the city and to launch a housing project. But such a project, however useful it might be, would not clear out the slums.

The importance of this particular plan, urged by these 55 organizations, is that it will not only provide new housing: it will also rid the city of a wretched area—an area that is contributing every day to sickness and crime.

Old and Decaying

The area that this project would clean out is that bounded by St. Urbain, Ontario, St. Denis and St. Catherine streets. Why should this particular area be selected? The selection was made only after careful analysis. This is what was discovered.

In this area more than half the buildings are between 60 and 80 years old. More than three quarters of them (76.5 per cent) are over 60 years. Only 6.4 per cent are under 40 years. These buildings were constructed, of course, without any relation to modern building standards, and with the years most of them have seriously deteriorated.

Of the 1,567 dwellings, 928 are substandard. There are 599 which are classed as unhealthful, having no baths. Defective plumbing is found in 301. And there are 244 that cannot even meet the miserable standards of poor housing: they are classified simply as "squalid".

The cost to the city of such an area—and the more alarming cost in terms of human suffering—is immense. Juvenile delinquency in the area is nine times higher than in the city as a whole. Crime among adults and complaints of all kinds are also strikingly higher. And the cost in human lives may be looked at in another way. The streets in this area are so narrow for the traffic that moves through them that the accident rate is three times higher than for the city as a whole.

Yet this is a residential area, with the residential properties amounting to 77.7 per cent. It is not to be expected that a great many of the families living here could afford to acquire homes of their own, even under a housing project. They are looking for cheap rents, and they will even put up with the dirt and misery in order to get them—unless they can get them in a slum clearance project.

From the slum clearance and housing points of view, the area has aspects that are potentially favorable. For one thing, it is already well served by churches of a great many denominations, and even for many languages and races. There are also, within easy reach, a great variety of schools. There are hospital facilities nearby, as well as police and fire services already established. Furthermore, it is close to industrial and commercial districts where employment may be found, with little difficulty of transportation.

Still further, the City of Montreal could take advantage of a slum-clearance project to provide for the new traffic needs that will be necessary in this part of the city, sooner or later.

Raising the Money

But the question may be asked: this is all very attractive as a project, but where is the money to come from to finance it?

One of the most hopeful parts of the project is that this question has a ready answer. The bulk of the money—three quarters of it—would be supplied from Ottawa through the Central Mortgage and Housing Corporation. All that the City of Montreal has to do is to secure permission from the Provincial Government to make its application to Ottawa.

There is no reason to suppose that this permission would not be given. In a press conference on October 8, Hon. Maurice Duplessis said he was ready to authorize such an application.

But what of the one quarter that the City of Montreal would have to finance? This would cost the city slightly more than $40,000 a year for 50 years. For the revenues to be obtained from the project (even under the low rental regulations) would largely offset the financing cost as such. This annual cost of about $40,000 may be more than the actual amount would be, as it has been calculated in such a way as to overestimate the expenses and to underestimate the revenues.

Possibly there would be other offsetting features. For the present cost of crime and disease in this area must be heavy beyond all calculation. Nor should it be forgotten that such an area pulls down the city as a whole, and its reconstruction would raise other property values, especially in all surrounding areas. Furthermore, at the end of 50 years, the city would have the whole project, free of any cost.

Time does not wait, as far as crime, and sickness, and human misery are concerned. The best time to get this project under way is now. And all in the City Hall who become fellow-workers with these 55 civic-minded organizations will have had their part in a fine project to clean up Montreal. And for the people in this district, the project would mean a new lease of life, as well as new lease to decent living quarters.

Editor's Note:

As a sequel to the above we note in the March 15th issue of *The Gazette* that representatives of 55 Montreal public bodies, including religious authorities, had decided to send letters to Mayor Jean Drapeau and Executive Committee Chairman Pierre DesMarais in an effort to win support of the civic administration for a proposed $24,000,000 slum clearance and low rental housing project.

USA TOMORROW

"A monthly magazine relating architecture, building and industry to community planning," **USA Tomorrow** made its first appearance in October, 1954. Beyond a doubt, its impact on the face of America will be momentous if it is able to keep going at its present pace. Edited by Maxwell Levinson, it is pitched high to a credo quoted from Daniel H. Burnham and printed in its first issue:

> "Make no little plans. They have no magic to stir men's blood and probably themselves will not be realized. Make big plans. Aim high in hope and work, remembering that a noble logical diagram once recorded will never die, but long after we are gone will be a living thing asserting itself with ever growing insistency—remember that our sons and grandsons are going to do things that would stagger us. Let your watchword be order and your beacon beauty."

The magazine is magnificently illustrated and its articles cover the whole range from the philosophical and prophetic (Neutra and Le Corbusier) to the immediately practical (a long symposium on *Off Street Parking*). *Boston's Back Bay Center, Pittsburgh's Renaissance, Philadelphia Tomorrow, Organic Planning for New Haven, Philadelphia's Urban Renewal Program, Local Government Looks Ahead*—these titles give an idea of the variety in the contents. Arthur Banfield Taylor has an article on *Single Detached Houses in Canadian Public Housing*. Frances H. Morton, on the basis of her experience in Baltimore since 1936, writes on the role of the citizen's planning agencies in backing up the work of professional planners.

To improve the "sadly mottled face" of New York, **USA Tomorrow** opened (on November 1, 1954) a competition for a solution to the problem of redeveloping the mid-town area of Manhattan between 14th and 34th Streets from Fifth Avenue west to the Hudson River. The rules of the competition, which closes on September 30, 1955, are printed in the October 1954 issue.

USA Tomorrow is published at 210 Fifth Avenue, New York, 10 and the annual subscription rate outside of the United States is $10.

DOES YOUR NEIGHBOURHOOD NEED A SHOT IN THE ARM?

"Does your neighbourhood have problems that "something ought to be done about"? Are too many "look-alike" houses coming into your area? Are weeds or poor drainage threatening your health? Are speeding trucks endangering your children's lives? Are the residents and town government letting things ride?"

"There's one way to meet these problems and many more besides. It's simply this: *Form a neighbourhood association.*"

Read Robert M. Goldenson's story of such associations in the FAMILY CIRCLE for March. (Perhaps it is not too late to get one from your grocer.) Then walk, not run, to your nearest CPAC Divisional Office.

ARE YOU PLANNING A HELIPORT?

Intended to aid city authorities is a 14 page report on **Planning for Urban Heliports,** prepared by Robert Horonjeff and Howard Lapin. The report, which contains photos, diagrams and tables, is issued by the Institute of Transportation and Traffic Engineering, University of California, Berkeley, California, 1954.

THE URBAN SCENERY

In North America, so far as we have become concerned with urban planning, we have studied mainly the engineering and social problems involved. In a charming book entitled **The Urban Scene** (published in London by Faber at 42 shillings), Gordon Logie discusses only the aesthetic aspect of cities. Without regard to epoch or country, he takes some of the world's most beautiful cities and, with excellent illustrations, explains why each is beautiful.

Can any basic principles be derived from such an aesthetic analysis? At least two principles seem clear. First, there has been a thoughtful arrangement of the larger buildings, such as the town hall, the palace and the church. Second, the planning has been done with a careful consideration of natural factors—contours, a river, trees, and the direction of the light.

For us, Logie's book is not merely academic or "long-hair" reading. In our older cities we are entering an era of rebuilding; and in our new communities we have the great advantage of being able to start with a clean slate. What we build will be enjoyed or deplored by many generations of our progeny. It will certainly leave a deep imprint on their character for better or for worse. Let us read such books as Logie's, not to copy something which has been renowned as beautiful or something which we recognize as beautiful in its own tradition and environment, but to remind ourselves that it is worthwhile to devote much more of our own civic thinking to the long-enduring urban scenery which we are about to create.

MUNICIPAL GOVERNMENT

Sound community planning and sound municipal government are related—almost identical—objectives. The principal purpose of the one is to achieve the other. Canadians have so far been handicapped in both fields by the lack of a common body of knowledge arising out of Canadian experience and Canadian environment.

Finally a useful literature is being produced. We have already mentioned the comprehensive textbook by Professor K. Grant Crawford: **Canadian Municipal Government,** published by the University of Toronto Press at $7.50.

Now there is a most readable short book by Donald C. Rowat: **Your Local Government,** published by the MacMillan Company at $2.50. Despite its compactness, Dr. Rowat's book doesn't limit itself to a factual description of existing forms and practices. It points up problems in a way which will be very helpful to both officials and lay citizens who want to reshape and utilize our local institutions in a modern environment for the common benefit. E.B.

CIRCULATING LIBRARY

The Alberta Division of C.P.A.C., in cooperation with the Department of Economic Affairs Library Branch, the Department of Municipal Affairs, Town and Rural Planning Branch, the University of Alberta's Department of Extension Library and the Alberta Librarians' Association is arranging for a travelling exhibit of books on community planning to Alberta communities during the current year. The aim of the project is to acquaint as many Alberta citizens as possible with some of the best literature in the field of community planning. The library will contain some 60-100 books on planning subjects and will be circulated throughout the year.

Planning Progress

NEWFOUNDLAND

On February 15th and 16th a Referendum was held in the three Municipalities in the Corner Brook Area, as well as in the Townsite of Bowater's Pulp and Paper Co. Ltd. The results of this referendum clearly show that there is a considerable majority in favour of the amalgamation of the four areas in one Municipality. This Municipality will have a population of about 20,000 and will be the second city of Newfoundland.

From a planning point of view, the decision of the people is welcomed, as it will favour ordered growth of the community and will enable a higher standard of public services to be available. At the same time, some difficulty may be encountered in the administration of Curling, which although party to the amalgamation, is physically separated from the rest of Corner Brook, and by reason of its history has a rather different outlook and economic background. The new city which is likely to come into operation early in 1956 will be eagerly watched by those interested in municipal progress.

BRITISH COLUMBIA

A Lower Mainland Regional Conference was held in Vancouver on March 4. Two main subjects were covered: Municipal Planning Administration and Problems of the Lower Mainland Region. The sub-headings may be of considerable interest to readers in other metropolitan areas.

Municipal Planning Administration

(1) The Role of the Planner in the Large City
(2) The Role of the Planner in the Smaller Municipalities
(3) The Role of the Town Planning Commission
(4) The Role of the Municipal Manager
(5) The Role of the Municipal Councillor

Problems of the Lower Mainland Region

(1) The Problem of Sprawl
(2) Rural Planning Problems
(3) Industrial Planning
(4) Metropolitan Planning Problems
(5) Metropolitan Administration
(6) Layout for Living

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An orientation course in Community Planning is being offered by the Extension Division of the University of British Columbia during the period March 28 to April 2. The main subjects will be:

History and Background of Planning
Social and Physical Aspects of Planning
Principles and Techniques Used by the Planner
Neighbourhood Planning (Urban)
Neighbourhood Planning (Rural)
The Law Relating to Planning in B.C.
Administrative Organization for Local Planning
Regional Analysis and Planning
Metropolitan Planning

* * *

Can the Community afford to consider appearance for appearance's sake, or is function the only criterion for design? These vital questions were discussed in Vancouver on February 25 at a meeting sponsored by the Architectural Institute, The Community Arts Council and the Community Planning Association. The participants were: a city council man (Alderman Bill Orr), a citizen (Mrs. Jean Carroll), a business man (Leo Sweeney) and an architect (Jim Acland).

ALBERTA

McNally Commission Hearings

The McNally Commission on Metropolitan problems is continuing its hearings at Calgary and Edmonton. Most groups and municipalities which have made representations to the Commission favour the annexation of fringe areas to the major cities, with the establishment of a powerful Regional Planning Authority to control growth outside of the enlarged cities. Much importance has been attached to the concepts of decentralized growth, satellite towns, and the greenbelt, as they affect the future development of Alberta's two major cities.

Edson: Planning for Rapid Growth

The Town of Edson is preparing for sudden development as a result of the forthcoming establishment of Alberta's first pulp mill there. It is estimated that the town's permanent population will jump from its present population of 2,500 to 5,000 in five years' time. In a four-way deal, the planning and development will be done by the Town, the Edson Development Company, the consulting engineering firm of Haddon, Davis and Brown, and the Town and Rural Planning Branch of the Department of Municipal Affairs.

Lethbridge: A New Planning District

As a result of two meetings between representatives of the City of Lethbridge, the Municipal District of Lethbridge, and the Town of Coaldale, agreement has been reached to establish a District Planning Commission covering the city and approximately 1,200 square miles of the surrounding region. As usual, 50% of the cost will be borne by the provincial government, with the remainder being shared 38% by the City, 8% by the Municipal District, and 4% by the Town of Coaldale. It is expected that the Commission will be in operation by April 1st, making it Alberta's fifth such Commission.

PAQUETTE COMMISSION

"The island of Montreal, besides the normal problems of a bi-cultural community, contains more people than live in the three Maritime Provinces. Its municipal organization poses—in these terms—a problem of almost unique difficulty. But it is a problem which must someday be faced."

"The result (of the Paquette Commission inquiry) is not a planner's dream of a metropolitan authority. The composition of the Commission (made up of representatives of existing municipalities) made it inevitable that the present jungle of local authorities should remain. But it will be a more orderly jungle—a more viable structure to bear the costs and responsibilities of anticipated growth."

J. R. Mallory of McGill University, writing in the *Community Planning Review*, March 1955: "Montreal: Problem Metropolis".

GLENBORO HAS GROWING PAINS AND NO ONE CAN DOCTOR THEM

From *The Winnipeg Tribune*, February 17, 1955

Glenboro is a small town with large growing pains, but it can't find any governmental authority to guide it in its struggle.

Recently, the mayor, Dr. R. G. Hurton, and four town officials, met with the Manitoba Division of the Community Planning Association of Canada to air problems and find solutions.

Glenboro is a town of 700 on No. 2 Highway, about 110 miles southwest of Winnipeg. It wants to plan for future industrial sites, for an air strip, a park, and general expansion. It's a town with an eye to the future. It wants to know what to do about it.

Right off, Mayor Hurton found out there was nowhere in Manitoba where he could get official help. The Community Planning Association is not a group of professional planners. Its only job is to promote planning, to attempt to stir up interest.

He was told there was no government body to which he could turn. Then the truth came out. Manitoba is the only province in Canada which does not have a planning office.

The meeting was told the need of a planning office was urgent and immediate. C. F. Greene outlined steps which had been taken to impress the government with the need. Chambers of Commerce and the Urban Association had also pushed for a provincial planning office. Nothing had come of these representations.

"Now here," said Mr. Greene, "is a community which wants to do some planning and there is no one to help them."

This was not the only community in the same boat, he said. Planning problems were cropping up in Manitoba centres all the time. "At least 10 places have asked us for help."

R. M. Fisher, Deputy Minister of Municipal Affairs, said the government would never be persuaded to set up a planning office until its need was forcefully brought home to it. He said more direct evidence of the desire and need would have to be presented. Such a planning office was, he thought, vital to Manitoba in the long-term view.

Planning, said Mr. Fisher, was not an isolated problem for each community only. Steinbach was bursting at the seams, overflowing to the adjacent municipality.

"An over-riding authority was needed to correlate views of the rural municipalities with those of the towns," Mr. Fisher said.

It was pointed out that six students were graduating this year as town planners from the University of Manitoba. It was also suggested that the six, while qualified town planners, still would not have the necessary experience so important to the job.

The meeting was told, however, that Manitoba would probably lose the six. Two had indicated they were taking jobs with the Ontario planning office, two were going to the United States, and the other two were not certain where they were going, but they were not staying in Manitoba.

Meanwhile Glenboro has made plans for a special survey (this is to restore old monuments at least at block corners) and for a resurvey, and for a sewage system. The town has an excellent natural water supply.

And to take the sting out of the fact there was no authority to offer help, Mayor Hurton and his officials were taken over to the Metropolitan Town Planning office where E. Thrift and his staff would do everything possible to help. It was pointed out that this was something Mr. Thrift just squeezed in between times in his regular busy job.

Fed. Bd.

Neighbourly Comment

From *Newsletter of Florida Planning and Zoning*, Auburndale, Florida.

"COMMUNITY PLANNING REVIEW, Vol. IV (Community Planning Association of Canada, 77 MacLaren Street, Ottawa 4, Canada. 115 pages. Price?. Whatever it is, it's worth it.) If it were not indisputably true that most Canadians spend at least half their lives in Florida, this publication would make us a little sad. Here we have been hammering and banging at planning in the United States all these years, and then the Canadians come out with a thing like this. We would like to be able to say that they swiped the ideas from us, but since we have been watching planning literature in this country carefully for some time, we can say with melancholy assurance that evidence to substantiate this accusation is lacking. We have suspected for a long time that Canadian public officials are happily literate while ours have only learned to write, unfortunately. To find that they are also outthinking us is almost too much to bear."

"Get a copy of this publication and read it. Read *Ubique, Ubique*. Read *Why We Hired a Planner*. Read *The Universities and Community Planning*. Read *Planning Administration*. Read *Edmonton: Practical Results of Planning Measures Since 1950*. Read the whole works. We have stuff like that, once in a while, scattered around in various publications. But we certainly don't have a collection of it like this, and we could use one."

* * *

The price, kind neighbours of Florida, is $2.00 for the 1954 REVIEW. It is thrown in with new memberships **(only $3.00)** along with four quarterly issues in 1955; also 6 issues of our other publication, the COMMUNITY PLANNING NEWS.

THE CHURCH IN THE PLANNED TOWN

"In these planned cities, there is a physical pattern or form which builds up from the low domestic work to the higher commercial and civic buildings forming a designed centre. Churches are placed to serve a district and to continue the tradition of the church, each one appearing to extend over its parish a protective hand by reason of its position in relation to its surroundings—not, as I have seen in so many unplanned towns, squeezed like the ham in a sandwich between slices of apartment houses whose cornices overtop the spire which, as a finger pointing to God, does so less emphatically than its neighbours point to the dollar as the regulating force in their lives."

From an address to CPAC in Vancouver, by Professor A. C. Light of Auckland, New Zealand, to be published in a later issue.

Foundation of Area Planning

A review of **The Capital Region Takes Stock,** *a Report by James W. Wilson for the Capital Region Planning Board of British Columbia, published by the Board at Victoria, October 1954.*

From St. John's to Victoria, from Saskatoon to Niagara Falls, problems of co-ordination over the territories of adjacent cities, towns, villages, and counties presents a constant challenge to the public official, the business firm, the technical expert.

Steps towards solution of these inter-unit problems differ naturally from one area to another, since due regard must be given to local traditions and requirements and to the sharing of statutory authority by each province and its municipalities. The rate at which the situation is tackled in any one area depends of course on the extent of public interest and understanding and on the reasonableness of "leavening groups" concerned about local development.

For the metropolitan area of the Capital of British Columbia, it would seem that the foundations for co-ordinating public and private interests in planning have been well laid. The Capital Region Planning Area was established formally in 1951 by the Minister of Municipal Affairs under authority of the Province's Town Planning Act. The area includes the City of Victoria, the Township of Esquimalt, the Districts of Saanich, Central Saanich and Oak Bay, and part of the Saanich Peninsula not municipally organized. The Planning Board for the Region consists of six members—one appointed by the Provincial Government and one by each of the five municipal units.

The Board has published a preliminary Report prepared by its consultant, James W. Wilson, to serve as an introduction to the basic factors in future growth of the Region.

Wilson's letter of transmittal to the Board records the three principal aims of the Report:

(1) to acquaint the people and governments of the area with their Region and its resources,

(2) to assemble information about the Region as a basis for the work of the Board's permanent staff, and

(3) to study and analyze the development and problems of the Region and make recommendations regarding them.

* * *

As the present review is being written in another seacoast capital, it is interesting to note that the histories of the provincial capitals fronting the two oceans show certain similarities and a number of differences. Trade and defence dictated the choice of these two sites a century apart; and the ports, as well as the areas around them, continue to serve these basic needs in a changed world situation.

Halifax was planned from the beginnnig, and a satisfactory plan it was for the first 150 years or so. It is interesting to recall that the townsite plan was conceived in London but adapted to local geography by the engineer and surveyor with Lord Cornwallis' expedition of 1749—the type of realistic compromise that Planning Boards of today often try to persuade "flat-map" developers to concede. That original townsite had two focal points—the Grand Parade, for military assemblies, and the King's Wharf—while sites were earmarked from the start for St. Paul's, the Church of Royal Foundation and for the Courthouse, the market, and other public facilities. The military and naval establishments were located at strategic points, spreading in time to adjacent properties and across the Harbour.

Victoria traces its origins to the trading post built in 1843 by the Hudson's Bay Company and to the declaration of Vancouver Island as a Crown Colony in 1849. The expansionist tendencies of strong powers to the north and the south emphasized the need for a defence base in the colony: the Royal Naval Dockyard was established on a permanent footing at Esquimalt in 1865.

* * *

Both cities have served as capitals from their earliest days. The importance of Provincial Government facilities and activities would seem to indicate the desirability of close liaison with municipal planning bodies. In Victoria, the Capital Region Planning Board includes an official representative for the Province. While the Halifax-Dartmouth area presently operates under three separate planning boards—one each for City, Town and County—recent discussions about area-wide matters of mutual interest may lead to an appropriate form of co-ordination, at least in general over-all planning, on the part of the three municipal units and (who knows?) perhaps with participation by Federal and Provincial authorities too.

The Capital Region Report from British Columbia observes that in most metropolitan communities a problem of control arises if there is more than a certain number of independent or semi-independent bodies responsible for separate functions. "Who is to ensure that these bodies co-ordinate their problems without conflict or overlapping? Who is to weigh and control their separate financial demands in accordance with the community's ability to pay?" The problem, suggests the Report, may not yet be critical in the Victoria area, but it may have to be faced some day.

Several "special purpose" authorities now operate in the region, each serving the needs of more than one municipal unit. Thus, water supply and distribution is handled on behalf of four units by the Greater Victoria Water District. Planning, civil defence, schools, the main hospital, health department services, and public library facilities are organized on a multi-unit basis, with each function under the direction of its own board and established for a specified area.

* * *

It is evident that co-ordination of area-wide operations is drawing considerable attention across Canada. Establishment of a federal form of government for metropolitan Toronto has sparked new interest in alternatives to amalgamation and annexation. For areas which are not ready or suitable for some variation of the federal idea, it may be that the special purpose agency offers an efficient and controllable means of administering at least those operations which can be financed like private utilities through their own debentures on a self-supporting

basis. Successful records have been established by some of these agencies, especially those concerned with water supply, sewage disposal, and inter-unit toll bridges.

The Capital Region Planning Board is another form of co-operation by municipal units. The Report proposes that the Board "should assist town planning commissions (in the Region) to prepare, maintain and administer their own development plans". This recognition of local responsibility for local affairs is surely an essential in the fostering of constructive inter-unit relations, an inspiration to laymen and technical experts elsewhere.

The Report offers a wide range of fact and commentary on facilities, resources and trends in the Region. The section on population is a useful example of the way in which planning objectives can be derived from statistical information.

Thus, today's population of 123,000 for the Region includes a large number of retired persons, drawn no doubt by the salubrious climate of which we have all heard. About 16 percent of the total population is over 65 years of age, compared with 11 percent for British Columbia and 8 per cent for Canada. The proportion of school children is lower than elsewhere, as is that statistical favourite the "average" family. Careful analysis of these facts and related trends lead to certain tentative conclusions regarding the need for parks, playgrounds, schools, and apartment dwellings—guidance that helps the Planning Board to anticipate area-wide requirements.

It is encouraging to read the precautionary note in another section that the nature and extent of the underground water-table be studied and that protection against over-use be arranged as may be necessary. The outward rush of urban development in many areas has eliminated forest cover and wood lots, thereby reducing the absorption of rain and snow by the soil at the very time when scores of new wells are being dug or drilled. Without a pure, steady supply of water, suburban living beyond utility lines cannot be satisfactory. Co-operation by public authorities and private developers is to be encouraged on this basis as on others, if municipal units, home owners and mortgage investors are to be assured of some reasonable stability in property values.

Another point of similarity for Victoria and Halifax-Dartmouth is the concern about beaches and parks. From these centres to the ocean shore and to inland lakes is but a short distance—but access to this public heritage is being curtailed more every year by random construction. The Report proposes further co-ordination of provincial and municipal interests in preservation of natural beauty spots and development of parks.

One page of the Report, among others, merits study by Planning Boards and developers across Canada. A series of simple diagrams shows the results of poor planning for new residential areas. Included are actual examples of subdivision of adjacent properties without thought for continuity of roads, subdivision "on paper" with no regard for the lay of the land or the existence of water-courses, and narrow subdivisions with an original length 15 times the width. An interesting comparison shows how one subdivision plan could be replaced by another to produce more or larger lots and at the same time eliminate awkward intersections and reduce road length by 25 per cent. (The diagrams are reproduced herein, together with Mr. Wilson's eloquent comments on subdivision.)

As its next step, the Board proposes detailed consideration of the Report's recommendations and the preparation of further studies of development factors, with prior attention to land requirements for public and private purposes. The Board has undertaken to establish a permanent planning office with Brahm Wiesman, recently of Edmonton, as Planning Director.

The Board is to be commended for authorizing Mr. Wilson's comprehensive Report. Publication provides information and guidance for the Board and for the Region—and inspiration for those concerned with Community Planning elsewhere in Canada.

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NUMERO 2, 1955

NOUVELLES d'Urbanisme

Le Zonage Doit Etre Humain

par D. A. McGregor

Avec la permission de THE PROVINCE, *Vancouver.*

Le premier règlement de zonage de Vancouver s'appliquait surtout à définir les aires et à proscrire les usages irréguliers du sol; ce qui fut heureux tant que la ville fut de peu d'envergure. On peut douter de ses avantages, aujourd'hui.

Le règlement compartimentait la ville en zones industrielles, légères et lourdes, zones commerciales, zones pour conciergeries, pour maisons à une ou deux familles. On s'attardait plus à l'usage du sol qu'aux besoins, aux désirs des gens, ce qui n'est pas du bon aménagement.

Une trop grande distance entre l'industrie et le logis ou entre les affaires et le logis cause l'étranglement du trafic. En recommandant des maisons isolées sur une grande distance, sans conciergeries, sans maisons à murs mitoyens, les difficultés sociales surgissent et, même si les maisons diffèrent de plans et d'apparence, la monotonie.

A Vancouver, on trouve par exemple une aire destinée à l'habitation unifamiliale. On n'y peut obtenir une maison à moins que la famille ne compte au moins deux enfants. Le résultat? Un endroit où tout le monde est à peu près du même âge, avec plus ou moins le même nombre d'enfants, le même revenu, conduisant des autos d'une même valeur. Leurs goûts sont les mêmes, leurs jeux aussi.

Il n'y a pas de gens âgés dans le district, ni d'adolescents—impossible de trouver quelqu'un pour garder les enfants. Les plus jeunes apprendraient à s'adapter aux façons des plus âgés, mais ces derniers manquent au groupe. Les parents, les grands-parents voudraient bien habiter près de leurs enfants, leurs petits-enfants. Pas de place pour eux dans les environs. Aussi ne rendent-ils visite que rarement.

Notre règlement de zonage a dépassé les bornes du zonage. Il divise les habitants autant qu'il prescrit l'usage du sol, ce qui a enlevé à la vie en commun bien des accommodements, des richesses, du bonheur.

Les agglomérations doivent s'aménager non seulement en regard du maintien des valeurs et de la base de taxation mais aussi pour les gens qui y vivent. Les habitants ont besoin de plus que l'habitation. Il leur faut le moyen de gagner leur vie. Il faut des centres d'achat, des salles publiques, des églises, des lieux de délassement.

(Voir page deux)

Community Planning NEWS

(See verso)

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